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for the most part seems to have been carefully done and Lowell is fortunate in having such a complete record of its activities.

W. B. B.

National Housing Association. Proceedings of the First National Housing Conference held in New York, June 3, 5 and 6, 1911. Proceedings of the Academy of Political Science in the City of New York, Vol. II, No. 3. (New York. 1912. Pp. viii, 236.)

The subjects of this collection of papers, concise and practical especially on the sanitary side of the housing problem, indicate fairly the range of the discussion. The opening address on A Housing Program, by Lawrence Veiller, is followed by special articles upon sanitary inspection, alleys, privy vaults, garbage and rubbish, the problems of the small house, the housing conditions of small towns, housing reform through legislation, law enforcement, and the tenant's responsibility, each prepared either by city health officials or prominent officers of private associations concerned with housing reform. The discussion following each paper is recorded and is frequently illuminating.

The "Proceedings" contain no contribution to economic or social science. Except for a comprehensive address on City Planning and Housing, by Frederick Law Olmsted, the larger aspects of the housing problem are neglected. There is no consideration of the relation of the problem to taxation, land values, land ownership, credit systems, transit improvement, co-partnership of tenants, the decentralization of industry, or experimentation in the materials and forms of construction. The chief value of the volume lies in the spirited treatment of practical and urgent sanitary problems by men and women actively interested in health conditions and health legislation and its enforcement.

J. FORD.

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Penal Servitude. By E. STAGG WHITIN. (New York: National Committee on Prison Labor. 1912. Pp. iii, 162, viii. \$1.50.)

While the American Institute of Criminal Law and Criminology is making available in English the best modern treatises on criminal science by Continental psychologists, philosophers, psychiatrists, and students of criminal law, it is important that there should be

available also an authoritative statement of the latest thought in this country on penology. To make such a statement is the purpose of *Penal Servitude*. In the words of its author, this book "is but a brief summary of the findings of the National Committee on Prison Labor." This committee is a voluntary association having headquarters in New York City, incorporated about three years ago as a result of suggestions coming from John Williams, Commissioner of Labor of the State of New York, and from ex-Governor Hughes. Its work is characterized as one of propaganda; it "defines the underlying principles upon which reform must be based," secures discussion of these principles, and recommends legislation "based on thorough investigation of local conditions" (p. 96). The author of the book is secretary of the committee and is also assistant in social legislation at Columbia University.

The volume is not concerned with the causes of crime, as they originate in physical defects, mental abnormalities, or economic want; it does not discuss the law and court procedure by which crime is sought to be repressed; it makes no theoretical argument for individualization of punishment, though that is plainly taken for granted. It is an attempt to put vividly, by anecdote and argument, the economic and political conditions attending penal treatment in this country today, and the economic and educational answers to the question, What is the best punitive system now obtainable?

Starting with an economic interpretation of the history of punishment, the author quickly concludes that it is the economic value of the labor of the wayward individual that has led to the lease and contract systems of convict labor or to prison production under individual enterprise. It is the desire of the state to realize profits on its convicts that has made the criminal serving his term an economic slave; his body has been owned, he has been forced to labor without choice of occupation, and has been paid practically nothing in return for work.

Present-day ethics, the author thinks, will not much longer endure the existence of slavery or involuntary servitude, even as punishment for crime. Accepting the term "servitude" in the sense suggested in the preceding paragraph, one cannot question that Dr. Whitin has correctly interpreted the tendency of penal reform today and that his hope for the future is entirely well-

founded. The way for the state to break down the slave system, he continues, is to take over its prison industries, to adopt the "state-use" plan of distributing the products, to allow each convict to choose that type of labor suited to his own needs, inclination or capacity, and then to pay him a just return for his work. Each of these steps has been taken in whole or in part by one or more of our own states. New York adopted the "state-use" system of production and distribution in 1894 and this system has since spread to other states. In fewer instances has the prisoner been extended much choice as to the type of labor he should pursue, while the payment of an adequate wage has been experimented with variously. An appendix to the present volume contains instances of legislation on each of these points. To Dr. Whitin's optimism regarding the "state-use" system the common objection may be made that so far this has been a financial failure. The reply is double-edged: the human wastage of private industry in our prisons has been in any sane view a greater financial failure; the reformation of the criminal and protection of society are not readily strait-jacketed in a dollar mark. Let society tax itself, if need be.

The industrial training given the criminal, Dr. Whitin argues, should be that which will enable him to earn a livelihood in his own locality after release. That this is essential to reformation must be the view of those who are familiar with the widespread prison practice of setting convicts to work at shirt-making or in a hollow-ware factory, the first of which is exclusively women's labor and the second of which is a monopolized prison industry.¹

This program, the author points out, meets also the requirements of education. It enlists the interest and hope of the prisoner, enabling him to work to some attainable end. The objection that a conflict would arise when a state tried to produce only what it could consume and at the same time to supply labor suited to the talents of every individual behind prison walls is met by the suggestion that an interstate exchange of products be effected, thus enlarging tremendously the range of occupations legitimately open to each prison. This is an ingenious plan the soundness of which only experimentation can demonstrate. On the administrative side, now sadly out of gear through political influence, the author

¹ "The Man in the Cage," by Julian Leavitt, in *The American Magazine*, January 1912.

argues for centralized authority, so definite in form that responsibility may be accurately located. There should be also, he urges, some method of recall by which prison administrators may be made to respond to the highest standards of moral action for which the community stands.

Dr. Whitin is too familiar with actual conditions to be academic; he is, perhaps, too engrossed with them to be quite scholarly. Yet there is a degree of detachment and inductive reasoning in this book which should be welcomed in a country where penological practice has been too long left to "spoilsman" and where popular thought on society's obligation to its law-breakers has been too much moulded by the vapidities of maladministrators and the interested misstatements of speculators in cheap labor.

Two defects in the book cannot go unnoticed. One is an excessive use of italics, carried to such extreme that the reader's eye hurries over the emphasized portions as rapidly as over the rest of the page. The other is loose writing which at times involves the author in vagueness and even misstatement of fact. An example is:

Despite the grandeur of our penitentiary system, the exploitation for private gain of its inmates has continued, so that while the state has slowly but surely come to control the industries of its children, the control of its convict industries is still a new thought in many states today. (p. 6.)

The state, of course, does not control industries in which children are employed in the same sense in which Dr. Whitin desires it to control prison industries. It only regulates the former to a limited extent.

WINTHROP D. LANE.

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Unemployment. A Social Study. By B. SEEBOHM ROWNTREE and BRUNO LASKER. (New York: The Macmillan Company. 1911. Pp. xx, 311. \$1.60.)

In this volume the authors summarize the results of a most interesting intensive study of a group of 1278 persons found unemployed in the city of York, England, on a given day in June, 1910. If the results of such a study made in a relatively small English city (82,000 inhabitants) may seem to have but slight interest for students of industrial conditions in America, a reading